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PRELIMINARY REDEVELOPMENT PLAN
FOR THE PROPOSED
WEST OAKLAND REDEVELOPMENT AREA

Prepared by the Oakland City Planning Department
in cooperation with the

Office of Community Development
Office of Economic Development and Employment

October 12, 1988

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1. Introduction

The purpose of this study is to investigate the effects of the proposed system on the performance of the system.

The study is organized as follows:

2. System Description

The system is a distributed system that consists of multiple nodes connected by a network.

The system is designed to provide a high level of availability and reliability.

The system is implemented using a distributed database system.

3. Experimental Setup

The experiment is conducted using a test environment.

The test environment is configured to simulate the real-world environment.

The results of the experiment are presented in the following sections.

4. Results and Discussion

The results of the experiment show that the proposed system improves the performance of the system.

The system is able to handle a higher load than the baseline system.

The system is able to maintain a higher level of availability than the baseline system.

The system is able to maintain a higher level of reliability than the baseline system.

5. Conclusion

The study concludes that the proposed system is a viable solution for the problem.

The system is able to provide a high level of performance and reliability.

The system is able to handle a higher load than the baseline system.

The system is able to maintain a higher level of availability than the baseline system.

6. Acknowledgments

The authors would like to thank the following people:

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3. The third part of the report is devoted to a description of the situation in the country at the end of the year. It is a very important part of the report, as it provides a basis for the analysis of the situation in the country.

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4. The fourth part of the report is devoted to an analysis of the situation in the country. It is a very important part of the report, as it provides a basis for the analysis of the situation in the country.

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I. INTRODUCTION

A. Nature and Scope of a Preliminary Plan

In accordance with California Community Redevelopment Law, the City Council approved on November 25, 1986 a resolution designating an area in West Oakland as a redevelopment survey area in order to determine the feasibility of establishing a new redevelopment program in that area. By that order, the City Planning Commission was directed to identify a project area, or areas, within the survey area, and to authorize preparation of a preliminary plan for the redevelopment of each project area. The information contained in the following pages comprises the preliminary plan for the West Oakland Project Area.

The scope of this preliminary plan is four-fold. The plan will (1) describe the boundaries of the project area; (2) describe the existing development scenario (prevailing land uses, layout of principal streets, population densities, building intensities, development standards) and goals, (3) illustrate how the purposes of redevelopment law would be attained by the proposed redevelopment plan; and (4) illustrate how the proposed redevelopment plan conforms to the City's Comprehensive Plan.

B. Project Area Selection

The West Oakland Redevelopment Project Area resulted from a recommendation of the West Oakland Development Program Advisory Committee (WODPAC) to establish a third redevelopment area in the West Oakland community. The WODPAC consists of Mayoral-appointed representatives of the residential, commercial and industrial interests in that community, quasi-public entities such as P.G. & E. and BART, and city staff. The WODPAC was charged with developing a comprehensive plan for the physical, social and economic revitalization of the areas outside the existing ACORN and Oak Center Redevelopment Areas. After more than a year of effort, WODPAC submitted for Council endorsement a program which entailed strategies for housing development, commercial revitalization, and aesthetic improvement. As one means of funding the proposed strategies, the designation of a redevelopment area was recommended, consequently the identification of the West Oakland Project Area resulted.

C. Attainment of Policies and Purpose of Community Redevelopment Law

A key policy and purpose of the State of California Community Redevelopment Law is "to protect and promote the sound development and redevelopment of blighted areas and the general welfare of the inhabitants of the communities in which they exist by remedying such injurious conditions through the employment of all appropriate means." Such development of blighted areas can be achieved in the West Oakland Redevelopment area by:

- (a) Sponsoring a comprehensive housing program to assist in rehabilitating the dilapidated housing stock, and in adding additional units to the community;

2. Theoretical Framework

The theoretical framework of this study is based on the concept of 'cultural capital' as defined by Bourdieu (1986). Cultural capital refers to the non-financial assets that can be converted into financial capital. It is divided into three forms: embodied, objectified, and institutionalized. Embodied cultural capital is the knowledge, skills, and dispositions that are acquired through education and socialization. Objectified cultural capital is the physical objects that are valued by society, such as books, paintings, and antiques. Institutionalized cultural capital is the recognition of certain qualifications and credentials by society, such as degrees and diplomas. This study focuses on the embodied form of cultural capital, specifically the knowledge and skills acquired through education and socialization.

The study is based on the premise that cultural capital is a key factor in the success of individuals in the labor market. It is argued that individuals with high levels of cultural capital are more likely to be employed in high-paying jobs and to have higher levels of income. This is because cultural capital is a form of social capital that can be used to access resources and opportunities. For example, individuals with high levels of cultural capital are more likely to be able to navigate the complex social networks of the labor market and to find high-paying jobs. This study aims to test the hypothesis that cultural capital is a key factor in the success of individuals in the labor market.

3. Methodology

The study uses a quantitative research design to test the hypothesis. Data was collected from a survey of 1,000 individuals who were employed in the labor market. The survey included questions about the respondents' level of education, their level of cultural capital, and their level of income. The data was analyzed using statistical methods to determine the relationship between cultural capital and income. The results of the study show that there is a positive relationship between cultural capital and income. Individuals with high levels of cultural capital are more likely to have higher levels of income than individuals with low levels of cultural capital. This finding supports the hypothesis that cultural capital is a key factor in the success of individuals in the labor market.

4. Discussion and Conclusion

The findings of this study have important implications for the labor market. They suggest that individuals with high levels of cultural capital are more likely to be successful in the labor market. This means that individuals should invest in their cultural capital by acquiring knowledge and skills through education and socialization. This investment can be seen as a form of human capital that can be used to increase one's income and to improve one's quality of life. The study also suggests that the labor market should value cultural capital more highly. This means that employers should be more willing to hire individuals with high levels of cultural capital, even if they have less formal education or experience.

In conclusion, this study has shown that cultural capital is a key factor in the success of individuals in the labor market. It is a form of social capital that can be used to access resources and opportunities. Individuals with high levels of cultural capital are more likely to have higher levels of income and to be successful in the labor market. This finding has important implications for the labor market and for individuals who are looking to improve their economic situation.

- (b) Creating a strategy for concentrating economic resources along the Seventh Street corridor which may serve as the catalyst for future private sector investment, and in turn, provide employment opportunities for project area residents;
- (c) Adopting changes in the land use policies that would encourage development on substandard and underutilized properties, and that would mitigate to the extent possible adverse impacts resulting from inappropriate siting of incompatible uses;
- (d) Instituting a procedure for highlighting architecturally and historically significant resources, and for addressing visual blight in key locations throughout the project area; and
- (e) Developing a strategy to eliminate adverse environmental conditions caused by inadequate parking facilities, and by disruptive truck traffic in the residential neighborhoods.

II. DESCRIPTION OF PROJECT AREA

A. General

1. Location and Boundaries. The West Oakland Project Area is coterminous with the survey area. Approximately 1,332 acres in size, the project area is specifically defined as follows: The Oakland-Emeryville city limit to the north, the Southern Pacific classification yard to the west, and Belle Street east to Cypress Street to the south; from that location the boundary travels northerly along Cypress Street to 18th Street, east to Market Street, diagonally to 19th Street, diagonally across Curtis and West Streets to 20th Street at Adeline Street, diagonally to Grand Avenue, and along Highway 24 to Interstate 580 (see Map 1). More generally, the project area abuts Oak Center and ACORN Redevelopment Areas to the east, and is the stopping point for BART travelers entering Oakland from San Francisco to the west. At the project area's northern boundary lies the city of Emeryville, and adjacent to its southern boundary lies the Port of Oakland and just beyond, the city of Alameda.
2. Historical Setting¹. The development of West Oakland began in 1862 with the construction of a wharf and ferry landing. In the following years, development activity flourished as connections between local train service and the San Francisco ferry were established, and as transcontinental railroads made West Oakland their terminus. The residential neighborhoods grew as people immigrated to the area to work on the railroads, and economic development activity heightened. As the population increased, existing homes were subdivided to create additional housing units.

(1) Curns, Nancy Oakland District Handbook, Oakland, California, 1984

West Oakland continued to grow in population, particularly during World War II when many Blacks arrived to work in the shipyards. It was during this era that Seventh Street, once regarded as one of the City's busiest thoroughfares during the heyday of the street railway/San Francisco ferry connections, became famous for its Black business and cultural activities. After the war, however, the defense jobs were terminated, and unemployment spiralled. As economic activity declined, the area's physical environment began to deteriorate. The ACORN and Oak Center Redevelopment areas were established in 1961 and 1967 respectively, to revitalize the declining physical and economic conditions which had begun to characterize West Oakland. While improvements have been made in those redevelopment areas, conditions have continued to decline in remaining segments of the West Oakland District which would be affected by this proposed redevelopment plan.

3. Demographic Profile. 1980 Census figures suggest that the project area is home to about 12,900 persons of which approximately 83% are Black 7% are White, 6% are of Spanish origin, and the remaining 4% are of other origins. The project area contains an estimated 514¹ residential acres, which yields a population density of 25 persons per gross residential acre; also, the area contains approximately 5,957¹ housing units, or 12 units per gross residential area. While housing values vary according to location and the particular amenities of the structure, the median value for a two bedroom home is estimated at \$93,000,² and the average contract rent for a one bedroom apartment within the project area ranges from \$400-\$450.³ The average household income of a project area resident in 1985 was projected to be \$10,540.

B. Description By Neighborhood

The project area encompasses the crescent shaped property north of Interstate 580, and the five distinct neighborhoods just south of the freeway: Clawson; Hoover/Foster; McClymonds; Ralph Bunche; and Prescott (see Map 2). A summary description by neighborhood is presented to initially identify the development scenario which characterizes the project area in total. An analysis of the overall development concerns is presented in Chapter IV. Major Issues in the Project Area.

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- (1) Source: ABAG Projections, 1985
 - (2) Source: Sales Price Survey, Office of Community Development, September, 1987.
 - (3) Source: Valva Realty, Oakland, September, 1987

Oakland Terminal
Railway Area

Clawson

Hoover Foster

McClymonds

Ralph Bunche

Prescott

MAP 2

WEST OAKLAND NEIGHBORHOODS

■ ■ ■ ■ Proposed Redevelopment Area



Oakland Terminal Railway Site

At the northwest corner of the project area lies an approximately 70 acre parcel situated between the Oakland-Emeryville city limit, and the elevated Interstate 580. Within this parcel is a 10-acre property commonly referred to as the Oakland Terminal Railway site. Visually separated from the remaining project area by the freeway, the site is not typically recognized as one of the traditional West Oakland neighborhoods. Characterized by an 80 feet freestanding chimney--the remnants of the previous Yerba Buena Station--the site now primarily supports miscellaneous industrial activities and storage of related debris. In the immediate vicinity are some scattered single-family developments interspersed and overshadowed by spillover industrial uses. In this respect, the general area is most similar to the abutting Clawson Neighborhood, which is described below.

1. Clawson. The Clawson neighborhood is bounded by the MacArthur Freeway, San Pablo Avenue, 30th Street, Peralta Street, West Grand Avenue, and the Southern Pacific Tracts. It is located in the northwestern segment of the project area, near the Oakland-Emeryville city limit. The predominant land use pattern reflects intensive warehousing/industrial and residential development. Much of the industrial development is concentrated near Highway 880 and Wood Street. Residential development, however, occurs throughout the neighborhood, and it is not uncommon to find the two uses existing on adjacent properties. The housing stock consists primarily of single-family units of one or two stories in height. Many units are in need of major rehabilitation.

The Clawson neighborhood contains few commercial establishments within its boundaries. Greater commercial activity occurs along the neighborhood's San Pablo Avenue boundary. The neighborhood contains two parks, one at 34th and Fitzgerald Streets, and the other at Filbert Street and San Pablo Avenue. The neighborhood's major traffic corridors are San Pablo Avenue, Adeline, Peralta and Wood Streets, all of which run along the north-south axis. The latter two corridors are particularly susceptible to heavy truck use.

2. Hoover/Foster. The Hoover/Foster neighborhood is bounded by San Pablo Avenue, the MacArthur Freeway, and the Grove/Shafter Freeway. It lies at the northeastern edge of the project area east of the Clawson neighborhood. Unlike Clawson, the predominant land use pattern of Hoover/Foster is not characterized by interwoven industrial and residential developments. Instead, Hoover/Foster contains much residential development with most of the housing stock in good condition. Duplexes, triplexes and larger multi-family units abound, yet there are also many single-family units in existence. The area appears to be stable with few drastic changes in land use.

Most of the neighborhood's commercial establishments are sited along San Pablo Avenue, and Martin Luther King, Jr. Way. Emby Foods, notable for being one of the few major supermarkets in West Oakland, is located at San Pablo and 26th Street. A small park can be found in the next block at Martin Luther King Way and 25th Street.

The major traffic corridors in this neighborhood are San Pablo Avenue, Market Street and Martin Luther King Way, all of which run north and south.

3. McClymonds. The McClymonds neighborhood is bounded by West Grand Avenue, 30th Street, Peralta Street, and San Pablo Avenue. It is located in the northern segment of the project area, sandwiched between the aforementioned Clawson and Hoover/Foster neighborhoods. McClymonds' spatial relationship to these two neighborhoods has significantly affected land uses within its boundaries. Those areas closest to the Clawson neighborhood contain industrial activity to a much greater degree. Those closest to the Hoover/Foster neighborhood are much more single and multi-family residential in character. In this manner, the McClymonds neighborhood serves as a transition point between two widely varying uses.

Much of McClymonds' commercial activity is situated along West Grand and San Pablo Avenues. Sporadic commercial development can be found along Adeline Street which serves as a break between predominant industrial development to the west and predominant residential development to the east. Neighborhood open space is provided for by a park at Linden and 26th Streets.

The major traffic corridors within the McClymonds neighborhood are Peralta and Adeline Streets, and Grand and San Pablo Avenues. Grand Avenue runs along an east-west axis; the remaining corridors run north-south.

4. Ralph Bunche. The Ralph Bunche neighborhood is bounded by 18th Street, West Grand Avenue, Cypress Street and the Grove/Shafter Freeway. It is the smallest neighborhood in the project area, situated along its southeastern edge. Single and lower density multi-family residential development predominate the existing land use pattern, with some commercial activity concentrated along West Grand Avenue, and industrial development clustered between Adeline and Cypress Streets.

The major transit corridors are West Grand Avenue and Cypress Street with the latter being susceptible to heavy truck use that service the industrial facilities operating in the vicinity.

5. Prescott. The Prescott neighborhood is bounded by West Grand Avenue, Cypress Street, Third Street and the Southern Pacific Classification yard. It is located at the southern portion of the project area. The land use patterns here reflect the most intense integration of incompatible land uses found in any neighborhood in the project area. Single family units, many in need of major rehabilitation, are sited adjacent to scrap yards. Warehouses and other industrial facilities exist on the periphery of residential and commercial developments.

While isolated commercial establishments are found in a few locations within this neighborhood, no major concentration of commercial activity exists. The land use pattern along Seventh Street, which once consisted of many local serving commercial activities for the West Oakland District, now reflects development of major regional serving civic

facilities such as the Oakland West BART station, and the Oakland Main Post Office. Public open space is provided for by a park at 18th and Campbell Streets.

The major transit corridors within the Prescott neighborhood are Cypress Street, which runs north-south, and Seventh Street, which runs along the east-west axis. Both streets sustain heavy truck traffic.

III. EXISTING DEVELOPMENT STANDARDS AND CONTROLS

A. Use of Zoning as Primary Development Control

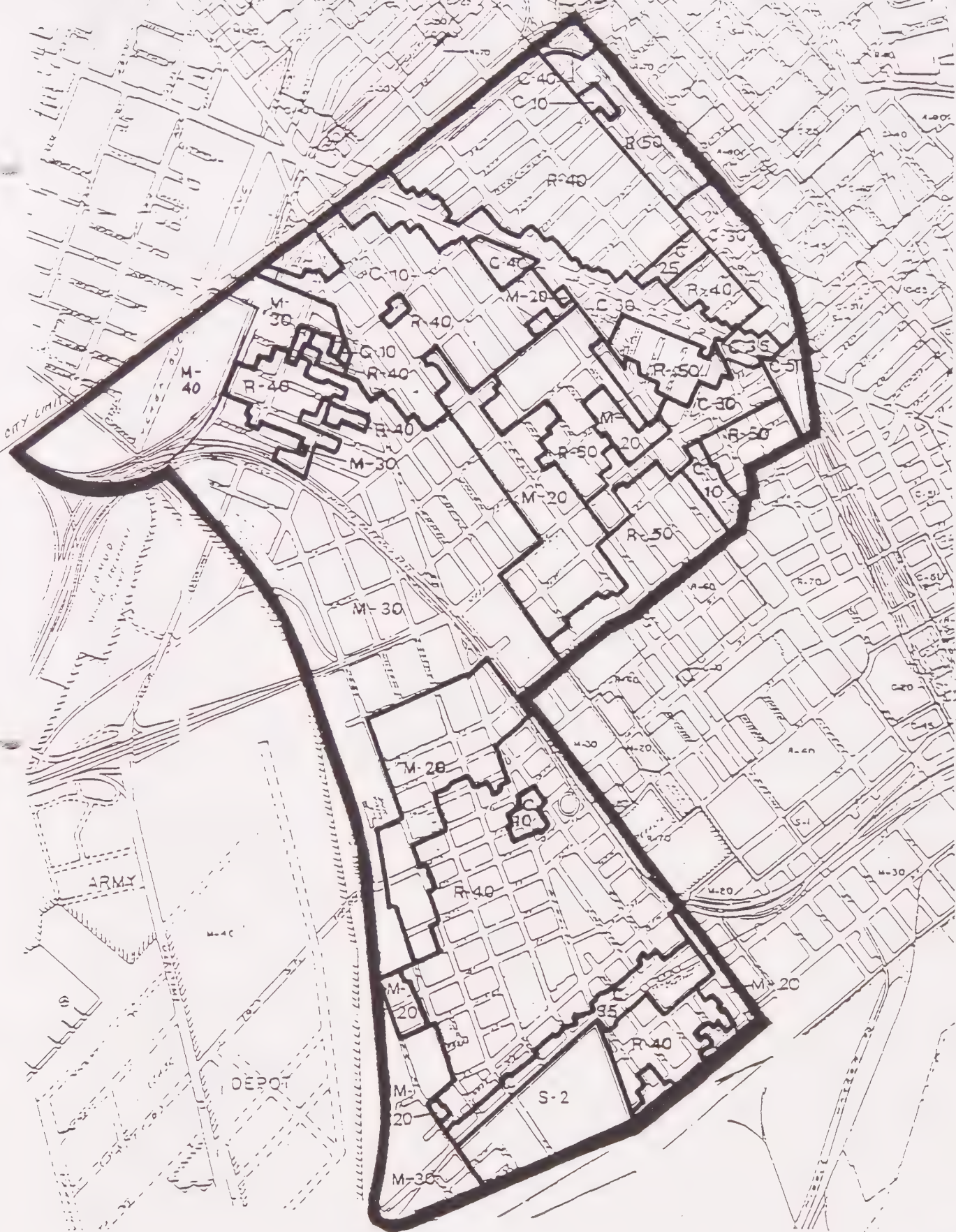
While a number of instruments and procedures are used to insure a development is appropriately sited to its surroundings, the City's primary control is through use of its Zoning Regulations. Numerous regulations are in effect within the project area ranging from those which govern multi-unit residential development, to those governing heavy industrial activities. The location of each zone is shown on Map 3; a summary of their major provisions is presented below.

1. Residential Zones. The R-40 GARDEN APARTMENT RESIDENTIAL ZONE is dispersed throughout much of the project area. The R-40 Zone currently requires a minimum lot area of 5,000 square feet. Maximum permitted residential density, without requiring conditional use approval, is two units.

The R-50 MEDIUM DENSITY RESIDENTIAL ZONE governs part of the eastern edge of the project area and requires a minimum lot area of 4,000 square feet per unit. The density for multi-unit projects in this zone varies according to the size of the site. The height limitation for both the R-40 and R-50 is 30 feet.

2. Commercial Zones. The C-10 LOCAL RETAIL COMMERCIAL ZONE governs minute portions along Peralta, Market and other select streets within the project area. The C-10 Zone is intended to create, preserve and enhance areas of small-scale retail establishments and shopping clusters within the residential communities. It allows for residential densities equivalent to what is permitted in the R-50 Zone, and has a height limitation of 45 feet.

The C-25 OFFICE COMMERCIAL ZONE governs approximately two blocks along 27th Street near the project area's northeastern edge. The C-25 Zone addresses areas containing a mixture of professional and administrative offices and high density residences. It allows for residential development at a density of one unit per 450 square feet, and also establishes special locational requirements on some commercial activities. For residential facilities the maximum height is 40 feet; for nonresidential facilities no maximum height is prescribed.



MAP 3

WEST OAKLAND ZONING



OAKLAND
CITY PLANNING
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OCTOBER 1988

The C-30 DISTRICT THOROUGHFARE COMMERCIAL ZONE governs portions of Martin Luther King, Jr. Way, San Pablo Avenue, and West Grand Avenue. The C-30 Zone addresses areas with a wide range of retail establishments and is similar to C-25 with respect to residential development and in setting controls on certain commercial activities. The height limitation is 40 and 45 feet for residential and nonresidential facilities respectively.

The C-35 DISTRICT SHOPPING COMMERCIAL ZONE governs much of Seventh Street and a small section of San Pablo Avenue near its intersection with West Grand Avenue. The C-35 Zone addresses areas with a wide range of retail establishments in compact locations that are oriented toward pedestrian comparison shopping. Residential development is permitted at a density of one unit per 450 square feet. No general height maximum is prescribed.

The C-40 COMMUNITY THOROUGHFARE COMMERCIAL ZONE governs a two-block length of San Pablo and a similarly sized area near the intersection of Highway 24 and Interstate 580. The C-40 Zone addresses areas with a wide range of retail and wholesale establishments that are located along major thoroughfares. Residential development is permitted at a density of one unit per 450 square feet. No general height maximum is prescribed.

The C-51 GENERAL BUSINESS SERVICE COMMERCIAL ZONE governs Brush Street near West Grand Avenue. The C-51 Zone addresses areas of medium-intensity office and business service activities that are located in commercial areas and which immediately adjoin the core of the Central District. Residential development is permitted at a density of one unit per 150 square feet. No general height limitation is prescribed.

3. Industrial Zones. The M-20 LIGHT INDUSTRIAL ZONE governs many locations throughout the project area. The M-20 Zone addresses areas containing those specific manufacturing and related establishments which produce little external impacts. The M-20 Zone is intended to serve as a buffer between the residential neighborhoods and the more intensive industrial zones described below. While some commercial activity is permitted residential development is prohibited, and the height limitation is 45 feet.

The M-30 GENERAL INDUSTRIAL ZONE governs much of the northwestern, and part of the southwestern, portions of the project area. The M-30 zone addresses areas containing a wide range of manufacturing and related establishments, and is typically appropriate in areas with good rail or highway access. In this zone residential activities are prohibited, commercial activities are allowed, and there is no maximum height prescribed.

The M-40 HEAVY INDUSTRIAL ZONE governs the property along the northern, western and southern edge of the project area. The M-40 Zone addresses areas containing manufacturing or other related establishments that are potentially incompatible with other types of development. The M-40 Zone is typically appropriate in areas that are distant from residential developments and that have extensive rail or shipping facilities. In

this zone residential activities are prohibited, commercial activities are allowed, and there is no maximum height prescribed.

4. Special Zones. The S-2 CIVIC CENTER ZONE governs the area on the south side of Seventh Street in the vicinity of the Oakland Main Post Office. The S-2 Zone addresses areas where major public and quasi-public facilities are located. In this zone, residential and commercial activities are permitted, and no height limitation is prescribed.

IV. MAJOR ISSUES IN PROJECT AREA

A. Housing Issues

The major housing issues center on (1) a deteriorating housing stock; (2) a lack of affordable housing given the average income level of the community's population and (3) reducing risk factors and enhancing overall fire protection for residential units located within the project area.

1. Deteriorating Housing Stock. In many locations throughout the project area, one can find residential structures in varying degrees of deterioration and obsolescence. Many of the structures were built long before the current building code was adopted. Some require only minor repair or other cosmetic improvements such as painting and replacement of missing shingles. Many others, however, require much more substantive improvements such as those required to bring the structures into compliance with the current building code. While interest in rehabilitating these buildings has remained strong over the years, efforts to do so have been hampered by the property owners' inability to pay for the required improvements. Also, a perceived unwillingness on the part of speculative property owners to maintain their properties in satisfactory condition has contributed to the declining stock of adequate housing.
2. Housing Affordability. In September 1987, the City's Office of Community Development conducted its survey of median sales prices of all Oakland homes. The data was compiled from the Oakland Board of Realtors' Multiple Listing Service (MLS) using MLS zones that are comparable to Oakland Postal Zones. The MLS zone for the project area also includes the downtown and Chinatown areas. Thus, the estimate reflects a much larger area and may not accurately reflect costs paid by project area residents. Nevertheless, the median sales price for a two bedroom home in this zone in 1987 was \$93,000. The purchase price of a home in West Oakland in actuality, may be lower. Housing financing strategies vary significantly. However, if one assumes a 10% downpayment and a 30-year fixed mortgage at an 11% interest rate, a monthly mortgage estimate of over \$800 can be expected. This estimate does not include other basic living expenses such as food, utilities and transportation costs. Given ABAG's income projection for census tracts comprising the project area, an annual income of \$10,540 (or \$879 monthly) would barely yield the amount required to pay for housing, not to mention other basic monthly expenses. When evaluating costs related to renting an apartment, if one assumes a resident should pay one-third of his or her monthly income for housing costs, the resulting \$290 (1/3 of \$879) would

not even come close to covering the estimated costs \$400 to \$450 monthly rent for a one bedroom apartment in West Oakland. These figures suggest the "typical" project area resident is unable to afford most housing without some form of financial assistance.

3. Fire Protection Measures.

Because many housing units were constructed before adoption of current construction codes, they may not provide adequate protection in event of a major fire. Also, the illegal subdivision of larger structures which create smaller units often increases risk factors and diminishes overall fire protection throughout the project area. The likelihood of property damage and loss of life is exacerbated by periodic budgetary cutbacks in the City's Fire Department which have resulted in closed fire stations, reduced manpower, and longer response times.

B. Economic and Employment Issues

The major economic and employment issues center around (1) the viability of commercial development along the Seventh Street corridor, and (2) the potential for new employment generating development of the Oakland Terminal Railway site and (3) the provision of employment opportunities for project area residents.

1. Development of Seventh Street. The development character of Seventh Street is largely dominated by the Oakland Main Post Office and the Oakland West BART station. While these public investments were constructed to provide for more effective transportation and postal servicing of the greater East Bay area, they have directly and substantially contributed to the economic and physical deterioration of the Seventh Street corridor. Many residences and commercial establishments were displaced with construction of these regional serving facilities, and much of the commercial character of the corridor has been eliminated. Resultingly, these civic facilities, and a few scattered commercial operations, represent the extent of current development activity on this street. The continued viability of existing commercial establishments and the potential viability of new ones, however, is overshadowed by the numerous boarded-up and burned out structures, and other eyesores which discourage private investment.

The BART Station and the Postal facility by definition are large traffic generators. The presence of such activity has tended to attract the interest of some commercial activities, such as auto and other vehicle servicing establishments. Concern has been expressed that such establishments would detract from efforts to strengthen the retail image of Seventh Street because (1) land is needed to accommodate vehicles awaiting or completing service, thereby reducing the potential availability of retail space; (2) dirt, oil, and other waste products often accompany the presence of vehicle servicing activities; and (3) the often unattractive appearance of servicing facilities tend to discourage other potentially more local-serving commercial development. In summary, automobile-oriented activities and facilities are currently allowed by the Zoning Regulations for this location, however, the appropriateness of certain allowable uses has been questioned.

2. Development of the Oakland Terminal Railway Site. Another development issue concerns the potential commercial viability of the Oakland Terminal Railway site. Currently sustaining minimal economic activity, the 10 acre site once housed in the early 1900s, the Key System electric train system. In 1903, the Yerba Buena station operated on the site, however, in later years the facility became P.G. & E. Station Y, and was used to service transbay trains until 1958 when the trains were abandoned.¹

The site is currently used for open storage and sale of railroad ties. The site is potentially significant to the general West Oakland community because of the economic and employment opportunities that could be generated from optimum development, and because of its proximity to another economic development project, Emeryville's Shellmound Park Redevelopment Area.

3. Unemployment. Unemployment, particularly among the youth, has been a long standing issue in the project area. Many in the community are unable to secure employment in spite of efforts made by various agencies to provide assistance. Factors often cited for this state are inadequate training and skills among West Oakland residents, and the absence of employment opportunities for these individuals in the community in general.

C. Land Use/Zoning Issues

The major land use and zoning issues center on (1) constraints to development in the R-40 Garden Apartment Residential zone; (2) the number and diversity of zoning designations in general; and (3) problems with incompatible uses (such as residential and industrial uses) which occur in close proximity to each other.

1. R-40 Garden Apartment Residential Zone. The constraints on development stem from a fundamental incompatibility between the prevailing pattern of lot sizes in the area and the R-40 Zoning Regulations. Approximately 39% of the project area is zoned R-40. The R-40 Zone requires a minimum lot area of 5,000 square feet with a minimum width of 45 feet. The front, side and rear yard requirements are 20 feet, 5 feet, and 15 feet respectively. Two units may be developed on lots over 4,000 square feet but only one unit is permitted on lots under this size. Development to greater densities in the R-40 Zone is permitted upon the granting of a Conditional Use Permit if the total area is not less than 2,500 square feet for each additional dwelling unit.

The R-40 Zone in the West Oakland Redevelopment Area contains 2,621 lots. An analysis of lot sizes indicates that approximately 78% do not meet the 5,000 square foot requirement for lot size and 64% have less than 4,000 square feet. In addition, over three-fourths all lots are narrower than the prescribed 45 feet. The median lot size and width is a 3,000 square foot lot that is 30 feet wide.

(1) Wet Weather Facilities Draft Supplemental Environmental Impact Report, East Bay Municipal Utility District, November 1987.

These statistics have several implications. The high number of substandard lots effectively limits development on them to single family housing. The purpose and intent of the R-40 Zone is to create, preserve, and enhance areas containing a mixture of single family, two family, and garden apartment units. Ironically, because of prevailing substandard lot sizes, most development proposals, otherwise meeting the intent and purpose of the R-40 Zone, require variances. Criteria for the granting of variances are, at best, difficult to meet and many worthwhile projects that would contribute to the overall improvement of the community are denied. In short, the R-40 currently presents a major constraint to the development of affordable housing on substandard residential lots. Furthermore, the economics of market rate single family home construction makes it extremely difficult to achieve significant activity in the West Oakland residential market.

Under current market conditions, the construction of at least two units per lot is required to make development affordable. The requirements of the R-40 zone could be revised to respond to the unique characteristics of substandard lots (whether in West Oakland or elsewhere in the City) in a manner that encourages infill development of them with affordable housing, and that does not create density levels unacceptable to the neighborhood.

2. Diversity of Zoning Regulations. The discussion in Chapter III EXISTING DEVELOPMENT STANDARDS AND CONTROLS illustrates the great number and diversity of zones in effect in the project area. Because much of the development pattern in West Oakland was well established before imposition of the regulations, they generally reflect the type of development in place at time of imposition, and now conflict with what may now be desired. The last major rezoning within the project area occurred in the 1970s when selected industrial areas were rezoned to residential uses. Additional evaluation is needed to strengthen the residential zoning in West Oakland and it should occur in conjunction with redevelopment plans for this area.
3. Incompatible Land Uses. Numerous problems have resulted from some incompatible land uses found in selected project area neighborhoods. Typically complaints arise when residential and industrial/commercial activities occur in the same general area, or on adjacent properties. Examples of inharmonious activities include stockpiling automobile parts in front yards, conducting automotive servicing activities adjacent to residential units, storing containers and dumpsters on neighborhood streets, and allowing general scrapyards to spillover into the public right-of-way. Noise pollution from industrial machines, air pollution from industrial activities, offensive smells, heavy truck traffic through residential neighborhoods, and sanitation problems are but a few of the nuisances which can and have resulted from inappropriate siting of nonresidential activities.

The existence of scrap operations, or "junk yards" in or near residential areas has warranted particular attention. Four types can typically be found in West Oakland: (1) scrap processors, where scrap materials are recycled for other uses; (2) scrap yards, where materials are stored pending delivery to scrap processors; (3) scrap dismantlers, which

prepare the scrap for selling to scrap processors; and (4) auto wrecking yards, where autos are striped of resaleable parts and then sold to scrap processors. When these activities occur in close proximity to residential ones, problems of varying degrees of incompatibility result. In some situations the scrap operations create problems so innocuous in nature that simple screening, buffering and enforcement of performance standards can be effective mitigating responses. In others, the activity is so disruptive that relocation of the offending use may be the only appropriate response. In part, the Zoning Regulations have contributed to the continuation of incompatible uses by allowing a multitude of incompatible activities to occur in a relatively small area. It is important to note that previous City studies have concluded the scrap industry is beneficial to Oakland because (a) it employs both non-skilled and low-skilled residents, and (b) it recycles materials. Therefore, attempts to address problems cause by the activities should also recognize the economic implication, as well as those related to land use.

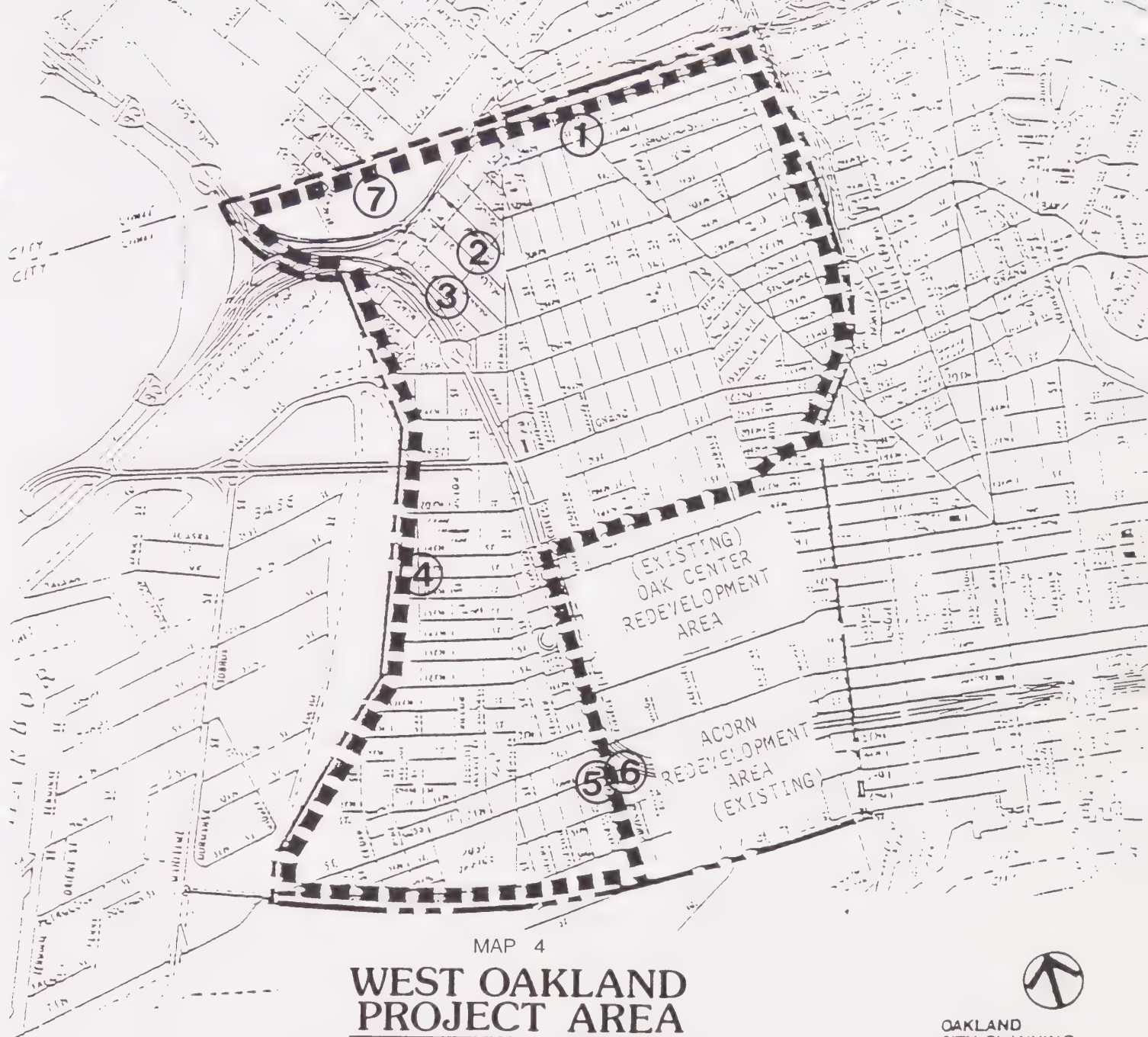
Similarly inappropriate are the hazardous wastes sites located within or adjacent to the project area boundaries. Often the hazardous substance may be residue from improper storage of materials used in the various scrap operations mentioned above. At other times the substance may result from auto servicing activities, or chemical processing and similar industrial activities. Seven known sites exist in the project area (see Map 4). Four sites contain miscellaneous motor vehicle fuels (sites 1, 3, 5, and 6); one site is reported to contain a sludge pit of polychlorinated biphenyls (PCPs) and other waste oils and solvents (site 4).¹ The Oakland Terminal Railway site (Site 7) has been found to contain high levels of lead in one location and nonhazardous material in another.² The extent and type of substances at the remaining location (Site 2) is presently unknown. Also undetermined at this time is the presence of other threatening sites within the project area as locations are identified only as circumstances which require the appropriate soils testings arise.

State regulations require an applicant for any developments project to consult a list of identified hazardous sites, and to submit a signed statement indicating whether the project is located on such site. The applicant must then work with various health officials in undertaking the appropriate safety measures.

Hazardous sites are problematic because of their potential to (a) expose members of the public to undue health risks; (b) contaminate the ground water affecting surrounding properties; and (c) thwart both public and private revitalization efforts, as extensive and expensive removal of affected soil is required before more productive uses of the properties can be achieved.

(1) Source: Hazardous Waste and Substances Sites List, Office of Planning and Research/Office of Permit Assistance, Sacramento, California, April 1988

(2) Source: Wet Weather Facilities Draft Supplemental Environmental Impact Report, EBMUD, November 1987.



MAP 4

WEST OAKLAND PROJECT AREA

HAZARDOUS WASTES SITES



OAKLAND
CITY PLANNING
DEPARTMENT
OCTOBER 1988

■ ■ ■ Proposed Redevelopment Area
 — — — West Oakland Community Development District

KEY:

- | | | |
|---|--|---|
| 1. Thrifty Oil Company
3400 San Pablo | 3. E&R Auto Wreckers
3230 Ettie Street | 6. Chevron Service Station
Seventh and Cypress |
| 2. Zero Waste Systems, Inc.
1450 32nd Street | 4. Southern Pacific Transportation Company
1707 Wood Street | 7. Oakland Terminal Railway Site
Oakland/Emeryville City Limit |
| 5. Chevron Station #6414
1395 7th Street | | |

Sources: Hazardous Wastes and Substances Sites List, Office of Planning and Research/
Office of Permit Assistance, Sacramento, California, April 1988;
Wet Weather Facilities Draft SEIR, EBMUD, November 1987.

D. Aesthetic/Appearance Issues

One of the significant indicators of a community's wellbeing is its appearance. Appearance is reflective of the elements--both positive and negative--which characterize a given community for residents and visitors alike. For example, a row of well maintained houses and landscaped yards can convey a sense of stability and neighborhood pride; insufficient street lighting and abandoned structures can make a neighborhood appear unsafe and threatening to pedestrians. A neighborhood's appearance can affect matters as far reaching as economic revitalization and investment, and matters as personal as one's perception of safety and comfort. In the project area the aesthetic issues center on (1) the visual character along major corridors such as Seventh Street; (2) the visual chaos produced when incompatible uses operate on the same block; (3) preservation and restoration of architecturally and historically significant buildings and districts; and (4) blight resulting from deteriorating older structures and the physical environment in general.

1. Visual Character of Seventh Street. Depending upon one's point of origin, the West Oakland community--Seventh Street in particular--affords either the first or last glimpse of Oakland in general. In either case, that glimpse should provoke positive responses for the viewer. In the project area, however, the boarded-up, burned out structures and littered lots more often tend to make one wary of exploring the area in depth. Also, the visual character discourages investment along this corridor, as few developers are willing to sponsor new projects in locations where the economic vitality of existing projects is not readily seen. For those economic activities already present, the visual image is one characteristic that has not attracted the additional consumers required for expansion of those activities.
2. Visual Impact of Incompatible Uses. When incompatible uses exist on adjoining properties, a visual disharmony results. The offensive characteristics of one use diminishes any attractive characteristics of the other. The visual image of the most attractive and well maintained development can be lessened by insufficient screening/buffering and spillover of incompatible activity on adjacent properties. This can readily be seen in various locations throughout the project area. For example, field surveys have identified many locations in the Clawson and Prescott neighborhoods where the residential character is overshadowed by the imagery of scrapyards and warehouses. At other locations alongside the 880 and 580 Freeways, views along the boundaries of the West Oakland community are marred by vehicular storage sites and parked containers that service nearby industrial establishments. Some efforts need to be made towards rendering these uses less distracting when they can't be eliminated altogether.
3. Restoration/Preservation of Historic Resources. The majority of buildings in the project area were built before World War II and many even before the 1906 earthquake. A few buildings may date as early as the 1850's and 1860's which would place them among Oakland's earliest structures. Many of the buildings have not received substantial maintenance or refurbishment for many years. Others have received attention but, through misguided restorative efforts, fall far short of achieving their

maximum aesthetic potential. The adjacent Oak Center area provides a good example of where neighborhood assets, sensitively rehabilitated, can significantly contribute to the physical betterment of the neighborhood. In short, where individual buildings or entire block faces in the project area have architectural or historical importance, their potential value to the project area should be noted, and their preservation encouraged as feasible.

4. General Community Appearance. Even in instances where development activities are similar, as in the exclusively residential neighborhoods of the project area, the issue of overall appearance can be important. Blighting influences--such as some of the older residences in the Prescott Neighborhood which need major repair, and boarded-up structures which often become resources for illegal activity--severely detract from the community's appeal. Other blighting elements include the overhead wires in portions of the Clawson Neighborhood, and vacant, littered lots which are occasionally found throughout the project area. Therefore, some mechanism for coordinating available resources to improve the community's appearance would be beneficial to the project area. It is important to note, however, that beautification efforts alone cannot resolve all other issues raised earlier in this chapter.

E. Parking and Circulation Issues

The major parking and circulation issues focus on (1) parking problems in the residential neighborhoods near the Oakland West BART station and (2) truck traffic and general circulation problems in the residential areas.

1. Parking and Circulation Problems Near the Oakland West BART Station. Periodic complaints are raised regarding the lack of parking spaces in the neighborhoods surrounding the Oakland West BART Station. The shortages primarily result when BART patrons from other communities leave their cars along adjacent residential streets (when BART parking lots are full), which makes it difficult for residents to park near their homes.

A recent study of the situation by BART revealed an estimated need for approximately 800 new parking spaces to effectively resolve the problem. In 1986, the City Council adopted the Preferential Residential Permit Parking Program to relieve parking pressures in designated areas. The program provides residents preferential parking in locations where they have difficulty competing with nonresident parkers. Under the program, two- and four-hour time limits are established on specified days of the week. Residents would purchase stickers (permits) which exempt them from the hourly restrictions. Vehicles not displaying the permit and found exceeding the posted parking time are ticketed.

The program could be one step towards reducing parking congestion in the project area, however it would not eliminate the problem entirely. While it has been discussed with project area residents, it has not gained much support for many reasons. There is no guarantee that even permit holders will secure a parking space in front of their home; additionally, there is an initial fee and annual renewal fee required of participating residents who, as discussed earlier, tend to earn lower

incomes than residents in other sections of the City. Mitigation measures for reducing parking congestion can begin with this effort, but must also include an aggressive approach by BART and other agencies in the area to provide parking facilities sufficient enough to support the services they provide.

2. Truck Traffic and General Circulation Issues. Because of its proximity to Port activities and other industrial facilities, the project area sustains much truck traffic along the major corridors. Circulation problems are particularly acute along Seventh and Cypress Streets, and West Grand Avenue from which trucks access the San Francisco-Oakland Bay Bridge and Highway 880. In accessing local industrial sites, these vehicles often travel through residential areas, increasing the need for street maintenance, generating noise, and endangered public safety. The Office of Public Works has installed signs that direct truck traffic to more appropriate commercial routes such as Adeline Street. Thus, at locations along Wood Street, for example, signs advise trucks to use other corridors, while along Seventh, Eight, Fourteenth and Eighteenth Streets signs prohibit truck traffic altogether.

The quality of traffic flow is rated by Traffic Engineers at Level of Service (LOS) A through F. In general terms, LOS "A" describes a "free-flow" condition where traffic is virtually unimpeded and LOS "F" describes "grid-lock" condition where vehicles are virtually at a stand still. The project area contains no locations where significant traffic congestion conditions prevail. However, two intersections are known to sustain heavy truck and San Francisco commuter traffic during peak hours. West Grand Avenue and Cypress Street, and Seventh and Cypress Streets both sustain considerable traffic because of their proximity to freeway on-ramps. These intersections have been rated LOS "B" and LOS "B/C" respectively. These ratings don't suggest existence of a significant congestion problem. However, because of the existence of heavy truck activity it cannot be concluded that such traffic has not produced indirect adverse impacts for surrounding neighborhoods.

Truck traffic often creates considerable noise and safety problems for pedestrians. As Port and other industrial activities expand, such traffic can expect to increase and possibly hamper revitalization efforts, particularly along Seventh Street where improved retail and residential activities have long been desired. Thus, effort must be made to ensure to the extent possible, that new revitalization plans for this corridor consider measures for reducing potential conflict between extensive truck traffic and new development.

V. MAJOR GOALS OF REDEVELOPMENT PROJECT

OVERALL GOAL: TO IMPLEMENT STRATEGIES TO IMPROVE THE OVERALL ECONOMIC, SOCIAL, AND PHYSICAL ENVIRONMENT IN THE AREA.

In response to issues raised above, the major goals of the Redevelopment Project are:

A. Housing Goals

A.1 To implement a program that coordinates available City programs for renovating units, increasing the rental stock, developing safe infill housing, and in general improving overall housing stock by 1,449 units within a five-year period.

B. Economic Goals

B.1 To implement commercial revitalization plans and programs that evaluate current and potential land uses along Seventh Street, and which result in a new mixed-use commercial project within a five-year period.

B.2 To identify and pursue appropriate economic development or redevelopment opportunities at the Oakland Terminal Railway site.

B.3 To develop an effective program for expanding job opportunities, skills development, and job placement services for West Oakland residents, within a five-year program.

C. Land Use and Zoning Goals

C.1 To examine, and where applicable, correct current land use and zoning policies that impede development on substandard properties and which foster continuation of inappropriate siting of activities, within a two-year period.

D. Aesthetics and Appearance Goals

D.1 To institute a procedure for addressing visual blight and for preserving architecturally and historically significant structures in key locations throughout the project area within a one-year period.

E. Parking and Circulation Goals

E.1 To develop alternatives for mitigating present and potential parking problems in neighborhoods surrounding the West Oakland BART Station within a five-year interim.

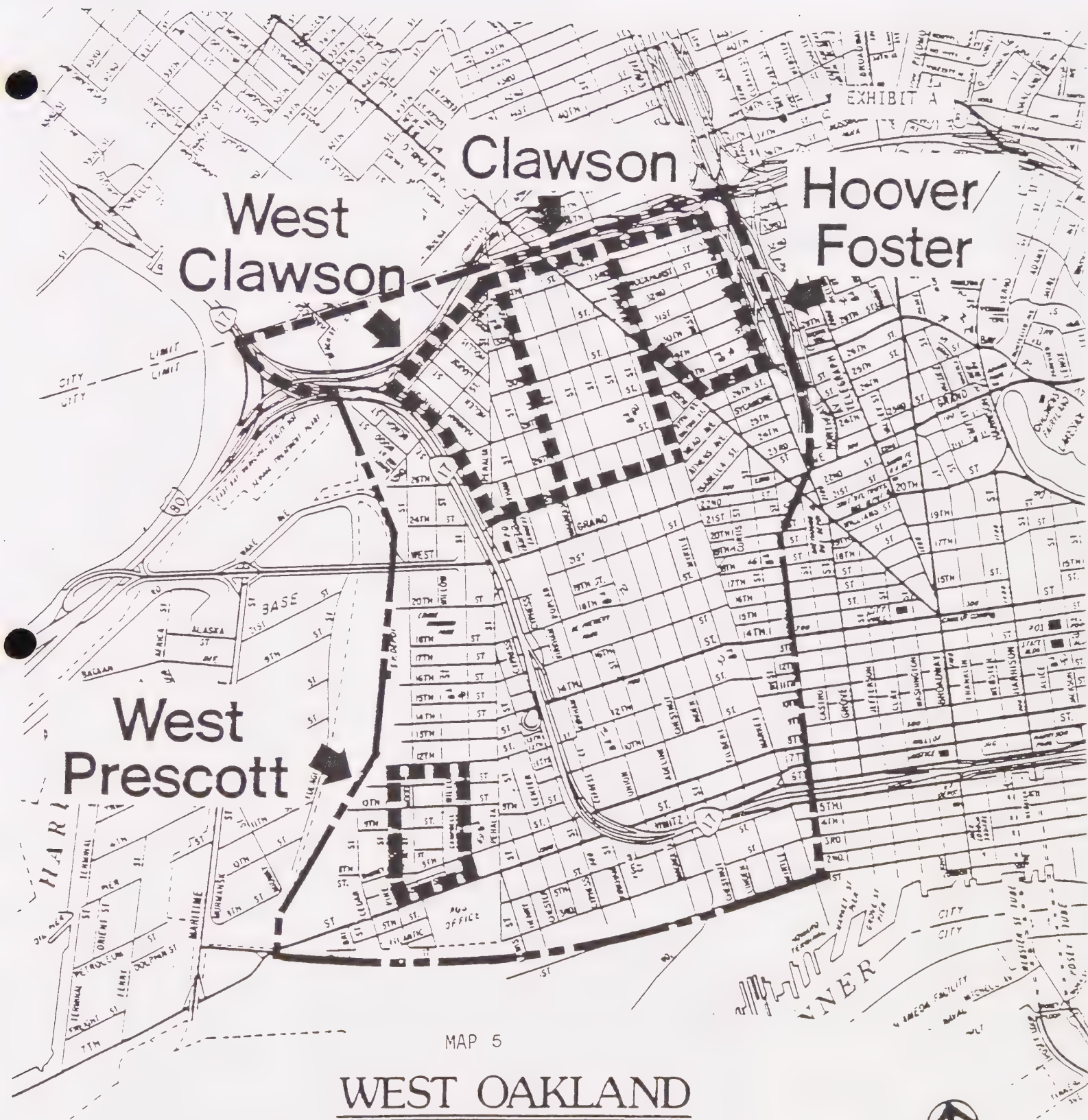
E.2 To identify appropriate design and traffic control measures for insuring, to the maximum extent possible, compatibility between truck traffic and adjacent retail and residential uses within a one-year period.

VI. PROPOSED REDEVELOPMENT PLAN

To respond to the issues raised in Chapter IV and to meet the general goals specified in Chapter V, the following plans and programs are proposed or where specified, are in varying phases of implementation.

A. Actions

1. Housing. One comprehensive action and one more limited one is proposed to address housing issues.
 - a. **Housing Development Action Program (HDAP).** The HDAP for West Oakland, as conceived by the Office of Community Development and WODPAC, will rehabilitate and construct 1,449 housing units with a total five year program cost of approximately \$15 million. Part of the funding can come from existing programs and part must come from other sources, such as the Oakland Redevelopment Agency. The program will be concentrated in four large "strategy" areas: West Clawson, Clawson, Hoover/Foster, and West Prescott (see Map 5 Strategy Areas). The major elements of the program are:
 - o Acquisition of Blighted Vacant Lots for New Construction and Beautification. The City will acquire vacant and underutilized lots, which are often used as junkyards and dumps, for single and multi-family housing sites. The properties will be offered to developers with a land cost write-down. These lots will be immediately cleaned and fenced after acquisition and if not developed immediately, landscaped and/or used as neighborhood gardens.
 - o Health and Safety Code Inspections. Health and Safety Code inspections will be made on all properties in the "strategy" areas and property owners will be provided with a list of all health and safety problems.
 - o Single Family and Multi-Family Housing Rehabilitation. Coupled with health and safety inspections, eligible property owners will receive loans from the Rental Rehabilitation Program and/or the Home Maintenance and Improvement Program (HMIP) to correct code violations. It is also proposed that a free paint program be instituted to improve the exterior appearance of homes owned by low income households.
 - o Cornerstone Revitalization Projects. Large individual developments with maximum visual impact, termed "Cornerstone Revitalization Projects," will be initiated to serve as symbols of revitalization activity. These projects will serve as "anchors" for program activities and "billboards" for the program's success. Three projects have been identified. One project, tentatively called Victorian Village, would be located on any one of three block faces along 7th Street between Wood and Peralta Streets (see Illustrations A(1) thru A(5)). The structure would feature a traditional facade with bay windows and a commercial arcade at



HOUSING DEVELOPMENT ACTION PROGRAM STRATEGY AREAS

OAKLAND
CITY PLANNING
DEPARTMENT
OCTOBER 1988



CHARACTER STUDIES

VICTORIAN VILLAGE

OAKLAND, CA.

ILLUSTRATION A (1)

4/2/80

Kurtzman
Kashima

Kurtzman and Kashima
Urban Design Associates
1000 Broadway, Suite 1000
San Francisco, CA 94107



7TH STREET ELEVATION

VICTORIAN VILLAGE

OAKLAND, CA.

6/1/78

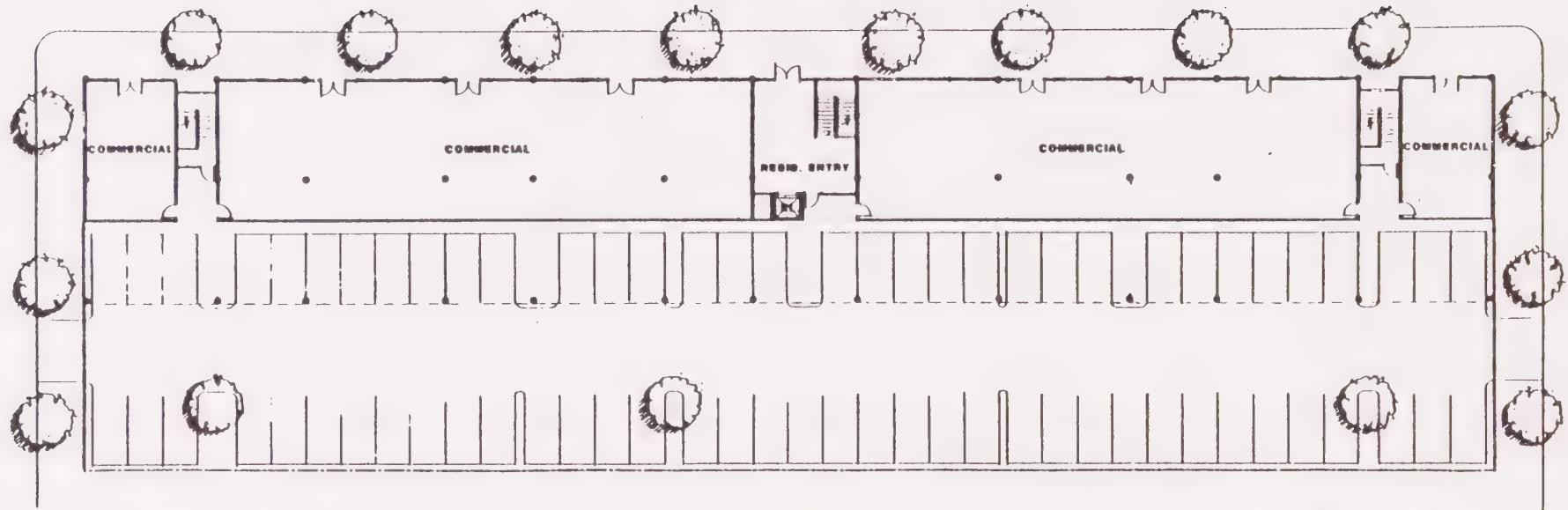
Kerrigan
Kerrigan

RECEIVED
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1 2 3 4 5 6 7 8 9 10

ILLUSTRATION A (2)

7TH STREET



25 1-BEDROOM UNITS

8 UNITS - 872 sf
17 UNITS - 842 sf

32 2-BEDROOM UNITS

18 UNITS - 978 sf
4 UNITS - 927 sf
10 UNITS - 897 sf

COMMERCIAL SPACE - 11,340 sf

71 PARKING SPACES

STREET LEVEL - COMMERCIAL & GARAGE

VICTORIAN VILLAGE

OAKLAND, CA.



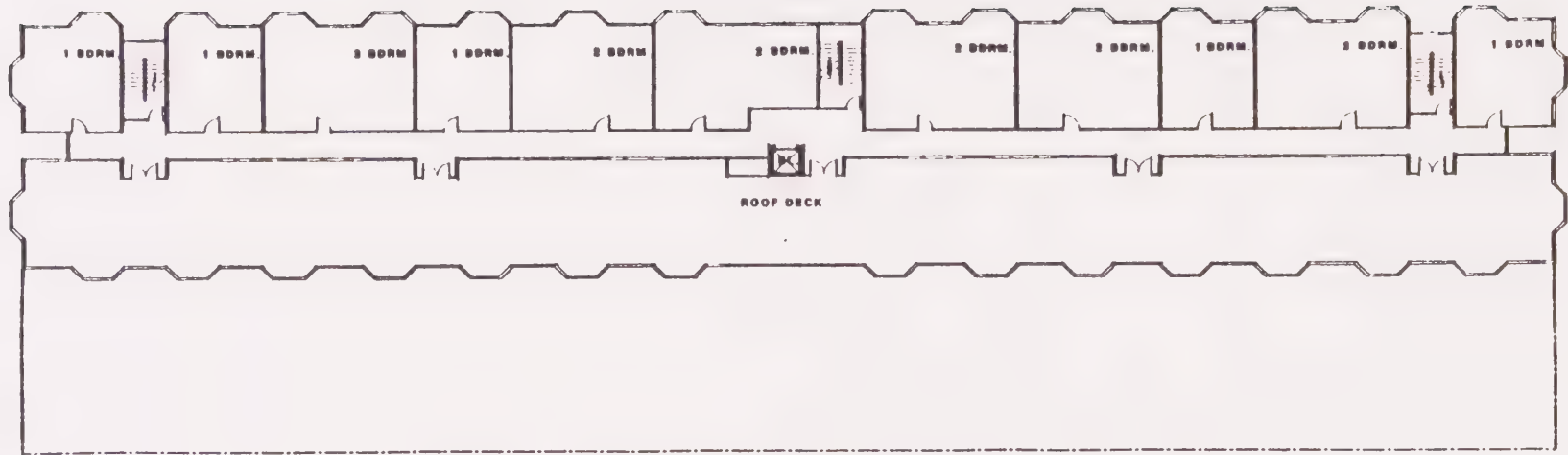
4/2/88

Kurtzman
Kochima

Architect and Planner
1900 Main Street, Suite 100
San Francisco, CA 94109
(415) 928-5000



ILLUSTRATION A (3)



27

RESIDENTIAL LEVEL AT 4TH FLOOR

VICTORIAN VILLAGE

OAKLAND, CA.

ILLUSTRATION A (5)



4/2/88

Kurtzman
Kokama

Architects and Planners
2800 Van Ness Avenue
San Francisco, CA 94109
(415) 398-5100



grade. Parking would be partially tucked under at the rear of the building. It would contain more than 11,000 square feet of commercial space and more than 46,000 square feet of housing. The housing would be targeted to a lower-middle income, small household market with 25 one-bedroom units renting for \$525 to \$550 a month and 32 two-bedroom units renting for \$600 to \$650 a month. These proposed rents for the 57 units are at or slightly above market rents in the area for comparable housing.

The other projects are the California Hotel on San Pablo Avenue, which is partially funded, and the Clawson School, which could be converted to housing.

The full implementation of the HDAP will take five years. Cost projections for the first year of the program totals \$2,955,000 of which \$625,000 may be available from existing programs. In order to meet the first year HDAP goal of 243 units, \$2,330,000 is required. In addition, the Victorian Village project will need \$900,000 of gap financing to round out its \$3.8 million budget.

- b. **Fire Protection Measures.** Because much of the proposed housing development will be multi-unit in type, the additional housing resources could result in an increased potential for property damage and loss of life from fire. City Fire Prevention officials have indicated that the installation of residential sprinkler systems would significantly reduce fire damage potential and could delay the spread of fire. Previously high costs discouraged the installation of sprinkler systems, however, new technology in the sprinkler industry (for example, the use of plastic piping and fast response sprinkler heads) has reduced the cost of systems and has increased the safety factor. Additionally, the inclusion of automatic sprinkler systems may result in increased insurance benefits in the redevelopment area in general. Therefore, all new or reconstructed multi-unit residential units located within the proposed redevelopment area shall be equipped with a residential fire sprinkler system approved by the Fire Marshal's Office.

- 2. **Economic and Employment.** Two comprehensive actions are proposed to address economic and employment issues.

- a. **Seventh Street Commercial Revitalization.** The revitalization of Seventh Street will be encouraged through implementation of the four following elements:
 - o **Slim Jenkins Project.** In 1979, Seventh Street, from Center Street to Pine Street, was designated as a Neighborhood Commercial Revitalization area by the Office of Economic Development and Employment. This designation was in response to a request by the West Oakland Community Development District Council and West Oakland Economic Development Corporation (WOEDC) that the City address the problem of continued deterioration of the Seventh Street commercial corridor.

In 1982, several properties at the corner of Seventh and Willow Streets were offered for sale to the City and WOEDC. Strategically located across the street from Oakland's Main U.S. Post Office complex and 350 yards west of the Oakland West BART Station, the properties provided the opportunity, through their high visibility to Seventh Street, to stimulate private development along Seventh Street. WOEDC, in an effort to direct development of the Seventh Street commercial corridor, proposed that the Seventh Street properties be rehabilitated and businesses solicited which would employ West Oakland residents while providing needed goods and services in the area.

Officially named Slim Jenkins Project this mixed used development project is nearing the construction stage with completion and occupancy expected by December 1989. Once completed, the project will contain 32 units of low and market rate housing, and 6,000 square feet of ground floor retail space.

The project is being developed by Slim Jenkins Inc., a nonprofit entity consisting of members of WOEDC and Oakland Community Housing Incorporated. Most recent funding for the project will come from the State Redevelopment Agency and a Federal Housing Development Action Grant.

Since 1980, however, \$613,000 has been allocated from CDBG funds to the Seventh Street project. The funds have been used to acquire real estate, relocate commercial tenants, and for professional service contracts (e.g., architect, engineer, legal assistance, demolition and site preparation, property maintenance and administrative costs). The total development costs are estimated at \$3.1 million.

o. Neighborhood Commercial Revitalization (NCR) for Seventh Street.

While there is general agreement regarding the land uses proposed by the Slim Jenkins Project, the overall question of appropriate uses for Seventh Street has been raised on numerous occasions by community residents. In response to community concern, an NCR program is under development by the Office of Economic Development and Employment, with the assistance of Keyser Marston Associates Inc., a real estate and development consulting firm. The NCR program represents a multi-pronged approach to assessing the commercial viability of a given area. The NCR program utilizes existing economic development programs and research of the relevant neighborhood demographic and economic conditions. The result is a market analysis and revitalization strategy for the targeted area.

NCR program efforts are currently focused at Seventh Street, however other neighborhood commercial areas will receive similar attention at a later date. The conclusions of the present efforts are expected to be presented to the WODPAC in September 1988, with review by the City Council occurring shortly thereafter.

- o **BART Expanded Parking Program—Retail Component.** A final strategy for revitalizing the Seventh Street corridor highlights the possible expansion of activities at the Oakland West BART Station. As noted earlier, BART is a major traffic generator, a visual landmark, and investor, and thus has a significant potential role in shaping the development character of Seventh Street. Accordingly, some exploration of the type of activities that BART could contribute to both the economic wellbeing of its operations and the larger West Oakland community is justified within the context of a redevelopment agenda.

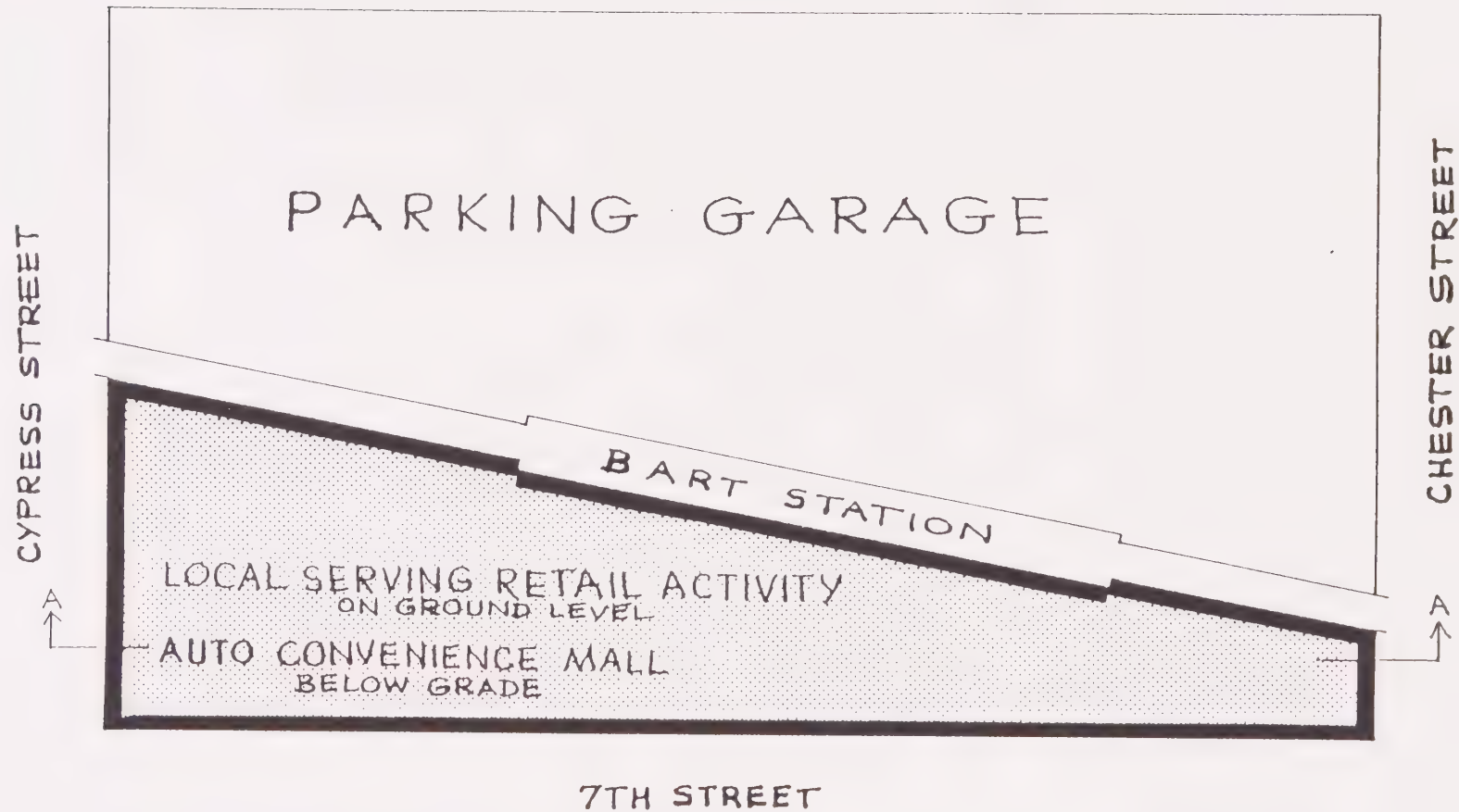
BART officials have indicated the potential availability of \$13.5 million in bond funds for improvements at the Oakland West Station. Much of that amount is intended for expansion of parking facilities. A portion could be used to develop ongoing retail activities within the parking improvement program. Because the presence of the station itself attracts a significant amount of vehicular traffic, a retail activity might involve the light servicing of vehicles on the premises. More specifically, the BART parking facility could provide space at or below grade for use in auto maintenance, limited repair and other similar activities (e.g., mufflers, tires, auto detailing, etc.).

Numerous development objectives would be met through implementation of this proposal. First, a manner of concentrating and controlling the operating characteristics of these activities would be created. Second, because these activities would be located in close proximity to one another, a complementary balance in the range and type of services could be achieved. Third, additional employment opportunities requiring limited skill levels for neighboring residents could be provided. Last of all, because the proposal would essentially be the creation of an "auto convenience mall" in a setting originally intended for "auto storage," it would provide to BART a development opportunity that does not significantly vary from its defined development direction (see Illustration B(1)).

It should be noted that in past years, BART officials had considered the addition of retail uses at the Oakland West Station. The idea was abandoned because the market climate of Seventh Street was not thought to be sufficiently strong to support the uses. The "auto convenience mall" concept would largely focus on existing patrons of BART who would be leaving their vehicles in the station's parking facilities anyway. Evidence that a market for such auto-oriented services exists is readily available in the form of recent development proposals considered by the City. While such a mall might be situated within or below whatever expanded facility BART might choose to construct, the development of exterior-oriented retail could also serve to strengthen the retail character of Seventh Street.

- b. **Oakland Terminal Railway Site Redevelopment Actions.** The Oakland Terminal Railway site represents a major economic development opportunity for both the Cities of Oakland and Emeryville. Recognition of the development potential of the site has already been evidenced in a

5TH STREET



AUTO CONVENIENCE MALL

(CONCEPTUAL DRAWING)

KEY:

LSR - LOCAL SERVING RETAIL
ACM - AUTO CONVENIENCE MALL



ILLUSTRATION

AUTO
CONVENIENCE
MALL:
SECTION A-A
NOT TO SCALE

recently adopted Redevelopment Plan by Emeryville for land adjacent to the location that is situated within its boundary. Recognition is also evidenced by the recent consideration of the site by the East Bay Municipal Utility District (EBMUD) for a 11 million gallon wet weather facility--EBMUD's solution to a regional sewage overflow dilemma.

The earliest recognition of the current economic potential of the site was indicated in 1986 when Emeryville officials submitted to Oakland City staff a request for consideration of establishing a joint development strategy for the subject area. Recognizing the potential loss of an economic opportunity and the generally disruptive implications that would result if the site was used in accordance with EBMUD's proposal, both jurisdictions have begun to explore the utilization of the site for a future, less obtrusive use. In April, 1988 these actions achieved official recognition in the form of an Oakland City Council resolution requesting EBMUD's Board to uphold its decision to locate the new wet weather facility on its own existing property, and directing the City Manager to pursue discussions with Emeryville representatives for purposes of developing for the Council's consideration a proposal for development of the site.

Further recognition of the site's value stems from its owner, Oakland Terminal Railway, a corporation of Atchison, Topeka, Santa Fe Railway and Union Pacific Railway. Property representatives are considering development of the site and surrounding lands at least in part for biotechnical research and development and warehousing activities. They indicate total development of the area could occur in phases, beginning with lands near San Pablo and Yerba Buena Avenues, and continuing westward toward the specific OTR site. These examples of interest in the site by public and private parties strongly suggest that a redevelopment plan for the general West Oakland community would overlook an important resource if it did not address this site.

3. Land Use and Zoning. Four distinct actions are proposed by the Planning Department to address land use and zoning issues.

- a. **Revisions to General Plan Land Use Policies.** As stated earlier, a major study of zoning controls within the project area has not occurred in recent years, thus many zoning controls are obsolete and ineffective in addressing present development concerns. Before any zoning changes are adopted however, an examination of the overall land use policies for this area, as defined in the City's General Plan, would be undertaken and where required, revised. Such an assessment would occur over a two-year period.
- b. **R-40 Rezoning Study.** In response to the development concerns raised with respect to the R-40 Garden Apartment Residential Zone, several recommended changes could result from the analysis including (a) modification of the R-40 Base Zone; (b) additions to the R-40 Base Zone; and (c) modification of other pertinent sections of the Oakland Zoning Regulations.

An extensive procedure is required before any area can be rezoned. Tasks such as holding public hearings before the Planning Commission and City Council and preparing the required environmental evaluation and necessary legislation, must be completed. As a result, the rezoning effort is anticipated to require no less than an eighteen-month to two year period for completion.

- c. **Comprehensive Rezoning Study.** The proposal above is intended to respond to those development concerns related to the R-40 zoning provisions. Other zoning provisions applicable to the project area must also be studied, and where necessary, amended. Thus a comprehensive study of all West Oakland zoning designations will occur in an effort to identify other inappropriate zoning controls.

The comprehensive effort will focus on the study of existing land use activities, the potential for streamlining and reducing the number of zoning classifications, and will include an analysis of current setback requirements, height restrictions, parking provisions, the adequacy of implementing a Design Review requirement at selected project area locations, and other types of development controls including the S-7 Preservation Combining Zone and the designated Landmarks regulations. A study of this magnitude requires extensive data gathering and analysis. Therefore, it should be completed over an eighteen month to two year period.

- d. **Nonconforming Use Amortization Program.** While the aforementioned zoning proposals address the nature of future developments, they have no impact on existing developments which are no longer appropriate in their present locations. For these developments, a method of relocating to more appropriate surroundings, and/or eliminating them altogether must be created if their frequently blighting influences are to be curtailed.

When a use or activity that predates the present Zoning Regulations is no longer allowed as a result of a change in said regulations, it is considered a legal, nonconforming use/activity. Generally, the nonconforming use is permitted to continue operation, on the basis that zoning amendments cannot be applied retroactively to existing developments. There are occasions, however, when the nonconforming use poses a threat to public health, welfare or safety and ought to be eliminated. This can be accomplished through amortization of the offending use.

The City of Oakland does not presently have an amortization program for the elimination of undesirable or harmful legal nonconforming uses. The concept of amortization of nonconforming uses anticipates the specification of a fixed period of time by which the property owner must cease operation of such uses to provide an opportunity for the property to be used in a manner consistent with present zoning. If adopted, a pilot amortization program could prove instrumental in assisting in the elimination of incompatible land uses in selected project area neighborhoods.

- 4. **Aesthetics and Appearance.** Two actions are proposed to address aesthetics and appearance issues.

- a. **Survey of Architecturally and Historically Important Buildings.** Completion of the West Oakland Neighborhood Survey by the Oakland Cultural Heritage Survey will provide a valuable data base for rezoning studies. It also may provide property owners with historical data which would encourage them to take pride in their property and their neighborhood. Such information may stimulate voluntary rehabilitation thereby reducing the need for public involvement.
- b. **West Oakland Streetscape Analysis.** Another feature of the development program is a streetscape analysis proposed by the Department of City Planning. The purposes of the analysis are: (1) to examine the range of aesthetic improvements that could revitalize the West Oakland neighborhood, and (2) more importantly, to devise implementation strategies for realizing the improvements. Initially, the analysis would be conducted to beautify the Prescott Neighborhood. Subsequent analyses would occur in other segments of the WODPAC project area.

The analysis is based on the premise that a community's physical environment is often used as an indicator of the status of other, non-physical characteristics of the community. For example, a neighborhood's appearance can influence matters as far reaching as economic revitalization, or as personal as one's perception of safety and comfort. While beautification efforts alone cannot resolve fundamental problems that may be endemic to a community, they can complement, and be supportive of other mitigating efforts now being conducted by various public and private factions within the community.

The analysis begins with establishment of a small committee of community members, merchants, OCD, OEDE, community-based organizations, and design professionals. The committee would select neighborhood locations in need of aesthetic improvements. The locations would be analyzed by the committee, and a list of site specific aesthetic improvements would be generated. A preliminary cost estimate would be prepared for the improvements, and potential financial resources and implementation strategies would be identified. This information would be referred to the larger WODPAC membership for review and comment, after which a presentation would be given before the Oakland City Council, West Oakland District Council, and other policy advisory or policy making agencies for final approval.

The analysis would be conducted over a three-month period, with implementation of the strategies commencing shortly thereafter. The actual amount of time is contingent on the number of locations selected for evaluation and the extent to which consensus on the improvements can be achieved.

5. **Parking and Circulation.** Two actions are proposed to address parking and circulation issues.

- a. **Actions by Other Public Entities.**

1. **BART Expanded Parking Program.** As previously discussed, project area parking shortages have primarily resulted from insufficient BART parking facilities. BART representatives indicate the potential availability of approximately \$13.5 million for improvements to the Oakland West Station. Two alternatives have been discussed: (1) construction of a new parking structure (the structure would be located on the south side of the station); (2) acquisition of 5 to 6 City blocks to accommodate a minimum of 10 to 12 acres of additional surface parking. The garage alternative would result in a total of 1,100 parking spaces; the surface parking proposal could result in an additional 1,500 parking spaces.

A recent public meeting with BART Directors uncovered considerable opposition by community and City representatives to the second alternative above. Specifically, many opposed the substantial amount of land that would be removed from potential housing and economic development, the relocation that would be necessary should the surface parking expansion alternative be pursued, and the larger apparent perception that the West Oakland community should serve the regional function of providing temporary storage of vehicles whose owners reside and find employment in other locations of the Bay Area. Because of these issues, and because surface parking lots create the tremendous visual impacts while offering few employment opportunities, the benefits of this alternative to the overall community have been challenged. This preliminary redevelopment plan encourages a parking proposal along the lines of the auto convenience mall and garage concept discussed earlier which satisfies BART's projected parking needs, and community economic development objectives, and which can be sensitively integrated into the neighborhood's overall environment.

2. **Seventh Street Truck Traffic Rerouting.** The Port of Oakland presently maintains fourth largest container cargo marine terminal in the United States. Total tonnage handled at the Port has increased dramatically in recent years as trade between the United States and Pacific Rim countries has grown.

In order to remain competitive with other West Coast container operations (i.e., Long Beach, Tacoma, and Seattle) the Port of Oakland has continued to modernize and expand its facilities while accommodating ever increasing quantities of exports and imports. The land-based shipment of these commodities have been particularly burdensome for the West Oakland community in general and for residents and merchants along Seventh and Cypress Streets in particular. Truck traffic along these arterials have increased dramatically in recent years thereby magnifying circulation problems, safety hazards, noise and other related environmental impacts for area residents.

Port officials are currently seeking the support of the City Council for certain boundary changes and the vacation of certain street segments in order to facilitate cargo staging and intermodal transfers. The City Council may wish to review such requests within the context of seeking

an alternative for increased truck traffic on Seventh Street. For example, one such alternative might be to divert trucks from I-880 to Middle Harbor Road by way of Adeline Street and the Middle Harbor Road Viaduct. Acquisition by the Port of the Southern Pacific right-of-Way and its subsequent upgrade to accommodate truck traffic could provide an essential connection between the Outer Harbor and Middle Harbor areas while completing an access alternative for trucks on Seventh Street. The Port has commissioned a traffic study to determine the feasibility of providing alternative truck access to its facilities by a route or routes other than Seventh Street (see Map 6). To be effective, any such project should include signage and a concerted enforcement effort to discourage truck traffic on Seventh Street.

The potential actions of the BART District and the Port of Oakland raise an important concern related to the ultimate character of Seventh Street in particular, and the West Oakland community in general. These entities, along with the Post office, are major property owners, and control land use activities both within and on the periphery of the community. These large property owners have the potential to substantially enhance or detract from other surrounding development activities. With so great a potential for influence, it becomes crucial that these entities achieve greater coordination among themselves as it relates to the overall improvement of Seventh Street. The development plans of these entities cannot be evaluated separately, but must be part of a continuing concerted analysis of the needs and resources of the community in which they are a part.

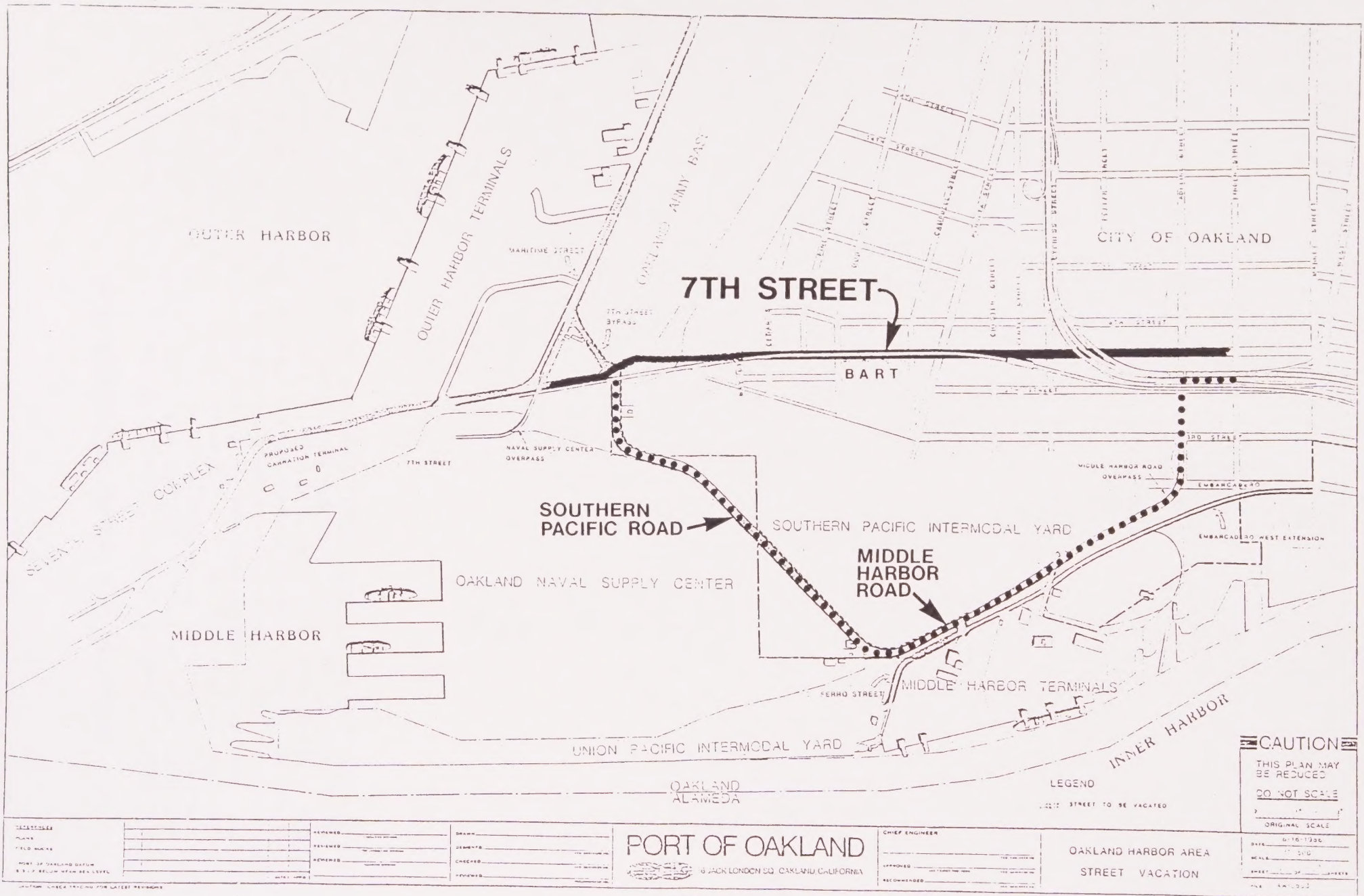
- b. **Actions by the City.** To date, there are no plans by the City to affect circulation issues in the project area. However, should future redevelopment efforts require changes in the traffic pattern or allowance of truck use on the major streets within the study area, the Office of Public Works will be involved as necessary.

B. Funding Sources

Designation of West Oakland as a Redevelopment Area

It is proposed that the first year of the Housing Development Action Plan component be funded from Central District tax increments. However, it is unrealistic to assume the availability of this source of funding for the balance of the project. It is therefore proposed that the project area be designated as a Redevelopment Area to take advantage, among other things, of tax increments generated through the redevelopment process for this location. These funds could be used to support the HDAP beyond the first year in addition to supporting the economic development activities, and the other proposed strategies for improving West Oakland. Redevelopment funded programs can address conditions such as vacant and deteriorated commercial structures, blighting commercial and industrial uses, and inadequate public improvements and facilities.

Under the laws governing redevelopment procedures and activities, a final detailed Redevelopment Plan for the area must be adopted. It is proposed that the final redevelopment plan be developed pursuant to recommendations delineated earlier in this report.



SEVENTH STREET TRUCK TRAFFIC REROUTING

— Current Route

..... Proposed Route

OAKLAND
CITY PLANNING
DEPARTMENT
OCTOBER 1988

SEVENTH STREET TRUCK TRAFFIC ROUTING

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SEVENTH STREET

SEVENTH STREET

SEVENTH STREET



VII. CONSISTENCY WITH OAKLAND COMPREHENSIVE PLAN

This Preliminary Redevelopment Plan is consistent with the goals and objectives of the Oakland Comprehensive Plan. Specifically, it conforms to specific policies of the Housing Element in encouraging the City to take all feasible steps to remove from the housing supply dilapidated units, and in encouraging code inspections and rehabilitation programs to upgrade such stock. It conforms to goals of the Land Use Element in reference to protecting and improving Oakland's physical environment, and to preserving and creating attractive, safe, and convenient neighborhoods with good housing, and other needed facilities. Also, the Plan conforms to the City's Jobs and Employment Goals by attempting to increase the productivity of Oakland's human, land, and capital resources.

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